



PRESENTED TO THE 4392.30




By 11 A. E. L. Hill, M.D.

Received Feb. 26, 1864. No. 34213.









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THE  
INAUGURAL ADDRESS  
OF  
NATHANIEL B. SHURTLEFF,  
MAYOR OF BOSTON,  
TO  
THE CITY COUNCIL,  
January 6, 1868.



BOSTON:  
ALFRED MUDGE & SON, CITY PRINTERS, 34 SCHOOL STREET.  
1868.





With the Compliments of  
Nathl. B. Shurtliff

CITY OF BOSTON.

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*In Common Council, Jan. 6, 1868.*

ORDERED: That His Honor the Mayor be requested to furnish a copy of his address, that the same may be printed.

Sent up for concurrence.

CHAS. H. ALLEN, *President.*

*In Board of Aldermen, Jan. 6, 1868.*

Concurred.

G. W. MESSINGER, *Chairman.*



# ADDRESS.

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GENTLEMEN OF THE CITY COUNCIL:—

We are here, at the commencement of a new municipal year, to enter upon the duties for the performance of which we have been severally elected by our fellow-citizens; and we cannot be too sensible of the honor conferred upon us, nor too grateful to our Heavenly Father for continuing, by his kind providence to us, and to the community over whose important interests we have been called to watch, the full enjoyment of that civil and religious liberty, which our fathers won by their valor and patriotism, and for vouchsafing to us so eminently the inheritance of the great social and moral privileges which they achieved for us as the richest birthrights, and the greatest of all paternal blessings.

We have met under somewhat extraordinary circumstances this day, to occupy these seats of trust. Two distinct municipalities, that independently have

existed side by side for more than two and a third centuries, have, by the will of the legislature of our ancient commonwealth, and by their own mutual consent, become united, and have placed under one common corporation their individual rights and destinies; and it is for us to inaugurate this union in a manner, that will most conduce to the happiness, comfort and prosperity of the united communities. In 1822, nearly forty-six years ago, when Boston adopted the charter by which it became a city, it contained scarcely forty-five thousand inhabitants, sparsely settled upon what was then known as the peninsula lying north of the old "Roxbury line," and their support depended upon what commerce and the fisheries could supply to a limited region of neighboring country, in exchange for agricultural and scanty mechanical products. Now, with its natural growth, and in consequence of the augmentation of its bounds by legislative enactments, it has increased in population about six-fold, to near a quarter of a million of souls, and in extent of territory, by annexation and reclaims from the water, more than treble its original number of acres; and, with its population and territory, have arisen new interests, the foundations of wealth and prosperity. From a town, with small wants and few requirements, has

arisen a large metropolis with many and diversified interests; so that the small cares of the old town officers have become multiplied into the gravest official responsibilities. In entering, therefore, upon our municipal duties, it behooves us to keep in view the weight with which the suffrages of our fellow-citizens have seen fit to burden us; and while we shall rely upon each other for mutual support and assistance in our labors, we must also seek for good counsel and hearty co-operation from those whose interests we have in charge. Let us never forget, that in the performance of our duties, we are only returning to our city a portion of that debt which every citizen owes to the community of which he forms a part.

We enter upon office at a time when our country, weighed down by the heavy expenses of a costly war from which no class of persons can claim exemption, is necessarily oppressed with burdensome taxes, and is in imminent danger of a great financial crisis. Let us, therefore, resolve that our administration of the affairs of the city shall be distinguished by a marked determination to adhere to the most rigid economy in all our business transactions; and, while we carry out most sacredly the engagements which our predecessors have made, let us be careful not

to enter into any new obligations that will require large pecuniary appropriations. Cases may, and most assuredly will, happen, where judicious expenditures will be demanded; let these occur as seldom as possible, and let us manfully resist all attempts to draw upon the treasury, except where obligations compel, and necessities are emphatically apparent. Let a judicious economy be strictly observed in all the departments of government in all matters.

As our city increases in population and business, there will, of necessity, be many calls for general improvements, which, if complied with by the government, will require large outlays of money. In view of the great pecuniary burdens of our citizens and the large and constantly increasing debt of the city, we cannot, during the present year, too strongly resist all such projects which involve expense that can possibly be deferred without detriment to the public welfare. Among the projects which must be manfully met are those made obligatory in consequence of the city of Roxbury becoming a part of our domain: For water pipes must be laid in our newly acquired territory where absolutely needed, the fire alarm and police telegraphs must be extended to a few points of communication, and certain avenues must be opened, so as to form continuous streets

from the Eleventh Ward to the avenues of the new acquisition. Perhaps, also, there may be occasions when the business interests of the city may be greatly benefited by a judicious expenditure; if so, it must not be forgotten that these take precedence of individual demands.

In our earnest endeavors to prevent unwarrantable extravagance in large matters, we must not be drawn into the common error of parsimony and meanness in small things. The poor, disabled soldier, who has faithfully served his country in the days of its extreme danger, must not in his adversity be hindered by unnecessary impediments from obtaining the humble pittance which frugality can dole out to him; nor must the widows and the fatherless children of the defenders of our liberties be compelled, in prolonging their disheartened existence, to submit to vexatious formalities, and niggardly, cold and hardened inattention to their necessities. We must not forget that the laborer is worthy of his hire, and that the humble workman has rights, as well as the more affluent citizen; that he has need of rest and refreshment, and that his mind is as capable of culture as that of the more favored. A just discrimination between parsimony and frugality, as well as between extravagance

and liberality, should never be lost sight of in managing the affairs of a large municipality like ours.

Will the citizens of Boston be content with our stewardship, if we do not insist, on every occasion, to promote the interests of our business community? Shall we sit tamely in these seats, and, inattentive to their needs, notice, day after day, their facilities for trade and commerce neglected, their shipping quitting our ports for more liberal emporiums, our docks deserted, and the grass growing upon our wharves? This state of things must not be. Every inducement must be advanced to restore our city to its ancient prestige and once honored position among the great marts of the world. Boston is favorably situated to be the great depot of the North and West; it is easily, and at comparatively small cost, accessible by rail or by water from all points; its harbor is capable of being unsurpassed by any other on the continent; its capitalists are numerous and enterprising, and its inhabitants are industrious, energetic and capable. Then, why, by our efforts and liberal acts, may we not again enjoy the good will of the producers and consumers of the country, and why may not our city, by liberal legislation, and a decent regard for the comforts and privileges of all concerned, once more become, as it has been, a great



emporium of the country? It undoubtedly can; and it is our duty as members of its City Council to give the aid of the government towards its accomplishment.

The annexation of the Highlands of Boston, the large enterprises already undertaken, and the growth of the city in population, have much augmented the cares and responsibilities of municipal officers. The Aldermen, in their capacity of County Commissioners alone, have more arduous duties to perform, than are required of similar officers in any of the other cities of the Union. These official requirements are far more exacting than individuals should bear, or it is desirable for the public interest that they should be burdened with, and the duration in office of an elected member of the government is extremely uncertain. Under these circumstances, would it not be advisable that the most important of the onerous and weighty duties of office be intrusted to bureaus, or commissioners appointed for a term of years, like the various boards of trustees and directors, who, acting under the supervision of appropriate committees of the City Council, would possess some degree of permanency; and who, not being entirely subject to the changes of political influences or control of deeply calculating speculators, would be able to manage the affairs intrusted to them with a more consistent and

uniform policy, with a more positive power, and with a great saving to the treasury? For many reasons equally urgent, and because strongly demanded by the tax-payers upon whom our treasury relies, a similar bureau of abatement and appeals might be appointed, to which any person when thought to be overtaxed could apply and obtain redress, without the necessity of publicly submitting his case for the action of the Board of Aldermen, and consuming, as is frequently the case, much time in searching out the assistant assessor who was instrumental in unwarrantable dooming. If these suggestions should be deemed worthy of being carried out by the City Council, undoubtedly much time would be saved for legitimate business, and much vexation and unnecessary detention of the members of both branches would be avoided. Unquestionably, the uncertain and hasty estimates, which so frequently deceive the City Council, and cause the occurrence of so much distrust and dissatisfaction in carrying out the excellent and much needed projects of the government, would never be made, and a much greater reliance could be placed in the reports, upon which the action of the City Council is often based.

The universal practice of my predecessors in office having become a custom, it devolves upon me to invite your attention to a survey, very general indeed,

of the condition of the various departments of the government that have been intrusted to our care and oversight. But it must not be expected, however, just entering as I do upon official duties new to me, that on this occasion anything more than a brief allusion will be made to some of these great trusts, as they have been transmitted to us, reserving for future and more appropriate occasions the privilege of communicating to you, as enjoined by the city charter, such information, and recommending such measures, as may, in my judgment, tend to the improvement of the finances of the city, as well as of its police, health, security, cleanliness, comfort and ornament. A more thorough knowledge of the working of the several departments, than can be given at this time, will be obtained from the annual reports, which will hereafter be presented for your consideration by the proper officers.

#### FINANCES.

The financial condition of the city is a matter of the deepest importance and interest to our fellow-citizens, and is one which should never be lost sight of by the city government. Its present condition should be well understood, as we commence our official career. The following facts, in a con-

densed form, will suffice for the present occasion ; but, for the convenience of reference, the full report of the Committee on the Reduction of the City Debt will be appended to this address, after the manner of my predecessors in office.

The outstanding funded and unfunded debt of the city, of all kinds, December 31, 1867, as reported to the City Council at its closing sessions by the " Committee on the Reduction of the City Debt," amounted to \$13,645,336.24 ; to which is to be added a loan, passed by the City Council since that date, of \$65,000 ; also the debt of the city of Roxbury, which we have assumed by the act of annexation, namely, \$991,456, — making a total of \$14,701,792.24.

If from this amount of \$14,701,792.24, we deduct \$712,500, gold bearing bonds, which became due January 1, 1868, and were drawn for by the Auditor of Accounts, and charged off on his books, and which have nearly all been paid by the Treasurer, we shall have the total funded and unfunded debt of the City of Boston with its annexed territory of Roxbury, on January 6, 1868, of \$13,989,292.24. There is in the treasury a " Sinking Fund " for the redemption of this debt, in charge of the " Committee on the Reduction of the City Debt," which amounts to \$3,986,780.73. Deducting this amount

from the total outstanding debt, leaves the *net* debt, \$10,002,511.51.

During the present financial year \$886,700.00 of the city debt fell due, all of it payable in gold, and nearly all bearing six per cent. interest. Provision was made at the commencement of this financial year, for the payment of this large amount of debt which became due by taxing for the premium to purchase the gold, and drawing on the "Sinking Fund" for the amount required over that taxed for said fund, viz: \$400,000. The only six per cent. bonds, payable in gold, now outstanding, are those held by the Trustees of the Public Library, amounting to \$92,000. The "Committee on the Reduction of the City Debt" have also purchased, during the year, \$60,500 bonds in anticipation of the time they were payable.

No large amount of the debt of the city will fall due until the financial year 1870-71, when there will be \$891,200 to be paid, and in 1872-73, \$1,955,711.11. The "Sinking Fund," it is confidently believed, can be relied upon to pay off these large amounts, without recourse to renewals of these loans.

The credit of our city never stood higher in all the money centres of the world, than it does at this

present moment. We have not been obliged to borrow any money in the market since October 10, 1866, as the "Committee on the Reduction of the City Debt" have invested a portion of the "Sinking Fund" in the bonds of the city, as issued by the Treasurer, and have made temporary loans to that officer when required.

The credit of the city is sustained, in a great degree, by the fact — well known in financial circles — that the amount required annually, to defray the current expenses of the government, and the interest and premium on the debt, is raised by taxation, and that we only borrow money for extraordinary and permanent undertakings. It should be borne in mind, however, when borrowing money, that every \$1,000,000 increase of the debt, adds to the amount of taxes each year \$60,000, the amount necessary to meet the interest thereon; and that the amount now required to be taxed annually to meet the interest and premium account is over \$1,000,000.

The balances of appropriations and the Reserved Fund remaining on hand, will, we are assured by the Auditor of Accounts, be sufficient to meet the ordinary expenses of the government for the balance of this financial year, terminating April 30, 1868, without being compelled to borrow, for the purpose.



## ASSESSORS' DEPARTMENT.

The accompanying facts in relation to this department, which supplies means to the treasury for the general expenses of government, will be found worthy of your attention.

LEGAL DECISIONS. During the past year two important decisions of the Supreme Judicial Court were given in favor of the city. The first of these settled a point of great interest to the mercantile community; and was to the effect, that, under the laws of the commonwealth, members of a firm doing business in Boston, and also in other States, are taxable by the city for their property held out of the State, although it may have been taxed by the State in which it is employed. The second decision maintained the right of the city to tax shares of the national banks situated in Boston held by the residents of the city. An appeal from the assessors, by citizens who hold stock of this character in banks out of the State, has, within a few weeks, been decided in favor of the assessors by the Board of Aldermen, acting as county commissioners; the courts, however, will probably be called upon to adjudicate this new issue.

ABATEMENT OF TAXES. The taxes abated at this time represent a valuation of \$6,300,000, equal to 1.42 per cent. of the whole valuation of the city; at the corresponding date last year the abatement was 1.27 per cent. A similar increase of abatement has been noticed in some of our neighboring municipalities, and might fairly have been expected from the depressed condition of business at this time.

NEW LAW. Since the year 1860, the commonwealth, in selling its land west of the public garden, has given the purchaser the option of taking a deed of conveyance, or a bond for a deed; and in most instances the bonds have been taken in preference to the deeds. The land thus held could not be taxed by the city, as the fee was in the commonwealth. Although the bonds were for the term of three years, nevertheless, on various pretexts, the deeds of some of the lots had not been taken when twice that time had passed since the selling of the land. A great inequality of taxation among the owners of lots, and the loss of a large amount of property to the city valuation, was the result of this. To remedy this evil, the legislature has provided (chap. 101 of 1867) that land sold in this manner shall be free from taxation for the space of three years, but after that time shall be taxable whether deeds are taken or not. Under



this law the assessors have, during the year just past, been able to assess upward of \$700,000 upon real estate that otherwise would have escaped taxation; and they will, in the future, be able to tax this property upon a basis that will put all purchasers of the commonwealth's land upon an equal footing.

**RATE OF TAXATION.** The rate of taxation for the year 1867 was \$15.50 on each \$1,000, being an increase over that of 1866 of \$2.50 on each one thousand dollars. Of this rate \$3.94 was on account of the State, and \$11.56 on account of the city and county. In 1866 the rate for the State was \$2.45, and for the city \$10.55. The rate of taxation in the city of Roxbury, which has now become a part of Boston, was for the year 1867 \$19.00 on each one thousand dollars; and in 1866 \$16.00. Of the rate for the year just passed, \$4.28 was for the State tax, and \$14.72 for city and county purposes.

**VALUATION OF BOSTON AND ROXBURY.** The valuation of the two cities for 1867 was as follows:

Boston,	Real estate,	\$250,587,700	
	Personal estate,	\$194,358,400	Total, \$444,946,100
Roxbury,	Real estate,	\$18,265,400	
	Personal estate,	\$8,286,300	Total, 26,551,700
Total value, real and personal,			\$471,497,800

In 1866 the valuation of the two cities was :

Boston,	Real estate	\$225,767,215	
	Personal estate,	\$189,595,130	Total, \$415,362,345
Roxbury,	Real estate,	\$17,769,000	
	Personal estate,	\$7,759,600	Total, 25,528,600
Total value, real and personal,			<hr/> \$440,890,945

In Boston the increase of valuation of 1866 over 1865 was at the rate of  $11\frac{3}{4}$  per cent. on real estate, and  $11\frac{1}{3}$  per cent. on personal estate ; that of 1867 over that of 1866 was 11 per cent. on real estate, and  $2\frac{1}{2}$  per cent. on personal estate. The increase of valuation in New York for the purpose of taxation of 1866 over 1865 was at the rate of  $11\frac{3}{4}$  per cent. on real estate, and 42 on personal estate ; that of 1867 over that of 1866 was at the rate of 15 per cent. on real estate, and 7 per cent. on personal estate. These figures would seem to indicate that real estate, which rose but slowly under the derangement of the currency to its present high value, shows but little tendency to recede ; while personal property, which responded so quickly to the issue of paper money in augmentation of prices, recedes rapidly as the currency approaches the specie basis, or as business becomes depressed.

The annexation of Roxbury has added to our population about 30,000, and an area more than

one-third larger than Boston proper, and two-thirds the extent of the twelve wards that existed before annexation. The method of assessment, which has heretofore existed substantially unaltered for many years, was materially changed by the City Council of the last year in their closing session. The city had unquestionably outgrown the system under which it had been acting. Each year made it more difficult to bring the work to a close within the time required by the ordinance. The Board of Assessors and Assistants under the old town organization, and for many years under the city charter, consisted of twenty-seven members. By the addition of the Roxbury Assessors, it would have consisted of about fifty members. The Board had become too cumbersome to successfully cope with a work of great magnitude, which, from the nature of the case, must be performed with expedition and within a limited time. Without venturing an opinion upon the merits of the new ordinance, it may be proper still to inquire if the change accomplishes all that now is, or soon will be, needed to make the administration of the affairs of this important department as efficient and economical as possible.

In the year 1867, Boston and Roxbury combined paid \$1,807,850 of the five millions tax levied by

the commonwealth. We are assured by the Governor of the commonwealth, in his annual message to the legislature on the third instant, that it can hardly be possible that the State expenditures of the current year will require a State tax exceeding two millions of dollars. In the ratio of the last year, the portion falling to Boston would, therefore, only amount to \$723,140.

#### PUBLIC LANDS.

The public lands belonging to the city are under the care and management of a joint standing committee, composed of three Aldermen and five members of the Common Council, and in the special charge of a Superintendent. During the year just passed the sales have been as follows:—

South of Dover Street . . . 113,822 sq. feet for \$97,713.31.

At South Boston . . . . 76,762 sq. feet for \$42,225.72.

The total sales during the year amounted to 190,584 feet for the sum of \$139,939.03. The expenditures of the department for the same time, including the setting of edgestones and paving of sidewalks, have been \$9,495.25. Most of the sales of land at the south part of the city, have been upon South Bay, and for mechanical purposes, a portion of this ter-

ritory having been set aside for such uses; and the price per foot was largely in advance of that obtained in previous years. The sales at South Boston have been larger than during any previous year, and better prices have also been obtained for the land. The land at City Point has come into demand, and it is predicted that not many years will pass before the public lands situated there will be covered with handsome dwellings.

The land in charge of the committee at the present time is as follows;—

South of Dover Street	.	.	.	830,646	square feet.
South Boston	.	.	.	770,041	“ “
East Boston	.	.	.	5,000	“ “
<hr/>					
Making a total of	.	.	.	1,605,687	square feet.

The city has, also, at the south part of the neck, and upon the Back Bay, six reserved lots, containing 135,087 square feet.

#### WATER WORKS.

The enterprise of supplying pure water for the benefit of its citizens is the most important one that the city ever entered into, both as regards the universal benefit derived therefrom, and the debt created thereby, amounting to \$7,114,709.14 on the first of May last,

and which will be largely increased the present year ; as you will be called upon for a further appropriation of five hundred thousand dollars to complete the Chestnut Hill Reservoir. This work, although managed in an able manner, will far exceed the estimated cost ; but when completed, the benefit resulting therefrom, will fully compensate for the large outlay. During the past year considerable progress has been made towards the completion of this reservoir ; and with the same continued energy, another year will nearly complete this vast work, which is in progress of execution in a manner highly creditable to the city, as well as to those who have it in charge.

The annexation of Roxbury will require that portion of our city to be supplied with water at as early a day as it can properly be done, and is absolutely demanded ; and you will be called upon for an appropriation to defray the expense of laying the pipes, and the erection of a distributing reservoir for this locality.

The income from this department has not been sufficient to meet the interest on the cost of the works and the running expenses ; but, as the interest on the cost of the works is now payable in gold, it is fair to presume that on the return to specie payments, the income will be ample for this purpose.

The total number of water takers, now entered at

the office of the water registrar during the year, is 28,429, being an increase, since Jan. 1, 1867, of 745; the estimated amount of income from the sales of water for the year 1867 was \$500,000; the total income received to date is \$521,006.37; the estimated income from the sales of water for the year 1868 is \$550,000.

## POLICE.

This department is rightly considered as of the utmost importance in managing the affairs of the city. To arrest criminals, recover stolen property, and bring offenders to justice, is only a small part of the duty of a good and efficient officer. The prevention of crime by the preservation of peace, and the protection of property by constant vigilance, are among his first duties. Through the Police Department the laws should be enforced, and order enjoined. In order to secure the accomplishment of these, the force should correspond with the magnitude of the objects to be attained and the work to be accomplished. To preserve order, officers should themselves be orderly. Decency and decorum should always be observable, and always is in a good patrolman. Boston is fortunate in her police arrangement, and has the reputation of standing in this respect as high as any of the cities in the union.



The police force now consists of three hundred and forty-four men, having been largely reduced from that of the previous year. This has made the duty of the patrolmen more onerous, although it has saved some expense to the city.

On our accession to office, we find nine police districts with three hundred and forty-four men, or one police officer to about five hundred and eighty inhabitants. Roxbury, as it comes to us, has a force of thirty men, or about one officer for one thousand inhabitants, and a very large territory for each patrolman to visit in the discharge of his duty. Other cities have many more police officers, proportionally, than does ours. The size of the Highlands is such, that the territory should, for convenience, be divided into two districts, perhaps by a line running through Shawmut Avenue, and the force should be enlarged to conform with that of the old nine districts. If this should be done, it will be necessary to provide another station house near the Dorchester line, for the accommodation of the eastern district, the western being pretty well provided for by the present station house in the basement of the city hall on Dudley Street. The surplus appropriation of last year will probably be sufficient to provide for the erection of a new station house, if in your judgment a separate building is required for the easterly district.



During the year 1867, there have been 19,120 arrests, an increase in number of 1,165 over that of the previous year. The aggregate amount of imprisonment has been 1,424.75 years; and the amount of property reported as recovered, \$124.020.

#### PUBLIC HEALTH.

During the year that has just passed, no unusual sickness has prevailed, the city having been most remarkably spared the unwelcome visit from any of the ordinary epidemics or malignant diseases in any degree to cause alarm. The streets have been kept clean, and the usual nuisances, which produce the common annoyances to the citizens, have been promptly abated when made known to the department. The free baths, under their admirable and judicious management, have proved, as in the first year of their establishment, of incalculable benefit; and have undoubtedly produced much good influence in preserving health by securing cleanliness. The baths were free for public use during the four months preceding the 28th of last September, and in that time were used 807,201 times. The experiment of public bathing, as tried during the last two years, has been eminently successful as a sanitary measure, and has met the approval of all who have given attention to the subject.

## PUBLIC SCHOOLS.

The public schools have ever been the pride of Bostonians. From our earliest history our fathers have felt a deep interest in their welfare. The first record in our archives relating to the free schools bears date as early as the year 1635, when Mr. Philemon Pormort was entreated to become schoolmaster for the teaching and nurturing of the children. Since that time, the records abound in orders for the well-being of the schools, and nothing has been left undone that could advance their standing or increase their usefulness. Tuition commences with the first elements of instruction, carries the pupil through all the stages of schooling, and finally leaves the boy fit for the counting room or college, and the girl to be a teacher. There are five high schools, twenty-one grammar schools, and two hundred and fifty-nine primary schools, making two hundred and eighty-three in all. These are managed by sixty-seven male, and five hundred and sixty-three female, teachers. The whole number of school-houses owned by the city is about seventy-two, and many schools are kept in hired apartments. During the past year there were, of all grades of pupils, about 28,126. Two large school-houses are now in progress of erection;

and others undoubtedly would be urged as needed, were the finances of the city, and the monetary prospects of the country, in a condition to warrant the outlay of large sums of money. As much as these buildings seem to be needed, it is hoped that the City Council will pause before it launches forth again into any new enterprises involving large expenditures of money.

In consequence of the annexation of the Highlands, there have been added to our list of schools, one high school for boys and girls, one grammar school for boys, another for girls, and two for boys and girls, and one other small school for both sexes. There are about fifty primary schools in the newly acquired territory. The number of pupils attending these schools is not far from five thousand. Within a short time the city government of Roxbury, almost the last official act of that municipality, authorized the building of another grammar school-house; and it will be incumbent upon us to see that the engagements of that city, now that its corporate powers have terminated, are fully carried out.

Owing to the ill consequences of the emulation caused by the medal system in the grammar schools for girls, the awarding of the city medals for girls was discontinued last year, and diplomas of graduation given to all the girls on their faithful com-

pletion of their school course. For the same reason no more Franklin medals for the boys of the grammar schools will be given out; but, to industrious, well behaved and meritorious graduates, will be awarded, in their stead, proper certificates. The income of the Franklin fund for medals, which yields only fifty dollars a year, will, however, under the direction of the standing committees on the Latin and the English High Schools, be awarded to the meritorious scholars of their respective schools, it having been determined by the school committee that the medals could not well be discontinued, and that the influences would have very little effect upon the maturer class of pupils attending these schools.

During the past year two schools for licensed minors were established under the supervision of the school committee. These contain about one hundred and forty pupils, who are required to attend school, at least two hours each day, during the school year. These boys ply their various vocations during a portion of the remainder of the day, such as blacking boots, selling newspapers, and pursuing other callings in the streets. Much good has already resulted from this provision of the city government; and, undoubtedly, as the system of teaching the boys of the street is more generally enforced, more beneficial results will be apparent.

## PUBLIC LIBRARY.

The Public Library necessarily stands at the head of our educational institutions. It furnishes the material whereby all classes of our community may be entertained and instructed. It teaches the master as well as his pupil. No person is so wise or learned, that he cannot find there books which will make him wiser and more learned; and none so ignorant, that he cannot obtain there the elementary knowledge suited to his first beginnings. The popular portion of its collections continues to be largely used, and the reading room increases in public favor.

From its foundation to the present time, the Library has been greatly indebted for its support to the liberality of the appropriations made by the City Government. It is proper to say, that, in my judgment, this money has been well bestowed. The value of such an institution is not to be measured by any money standard. It stands as a monument of the civilization of Boston.

When the Library was opened in Mason Street, in the year 1854, it contained 22,617 volumes. By the last numeration, it had 135,981 volumes, being an increase in fourteen years of 113,364 volumes.

During the last year it circulated 208,963 volumes. An institution which, since its foundation, has loaned over 1,900,000 volumes, may well be said to have more than fulfilled the reasonable expectations of its friends. Having been officially connected with it from the laying of its foundation stone to the present time, it has been a recurring source of gratification that it was placed in the midst of a community which so readily appreciated its worth.

#### STREETS.

FORT HILL. Oliver Street has been widened and graded during the past year, from Milk Street to Broad Street; the whole expense of which, with the cutting down of the street, is to be assessed under the special act of 1865. Hamilton Street was widened and graded by a Resolve passed January 5, 1867; but nothing has been done to the street by the city, on account of there being no place as yet provided for the deposit of the earth; and it is sufficiently apparent that the whole improvement of cutting down the Hill has not been carried forward on that account. The other portion of the improvement besides Oliver Street, will have to be done under the "general betterment law;" by which the city can assess one half only of the

benefit that will accrue from the improvement to any abutting estate. It is estimated that the whole improvement will cost the city, after making the assessments under the betterment law, about \$500,000.

HANOVER STREET. A Report was submitted to the Board of Aldermen, in November last, in reference to the widening of this street. The project was considered as of much importance by the committee, who came to the conclusion that the street should be widened throughout its whole length ; but while they expressed themselves as unanimously in favor of the proposed improvement, they recommended the subject to the early attention of their successors.

FEDERAL STREET. An order has passed the Board of Aldermen for widening this street between the foot of Summer Street and First Street, in South Boston, to seventy feet ; but it has not as yet passed the Common Council.

TREMONT STREET. The proposition to widen this street in its extent between Boylston Street and the Boston and Albany Railroad Bridge to sixty feet, at an estimated cost of half a million of dollars, including the raising of the grade of a portion of the street,



was delayed in consequence of the City Solicitor having given the opinion that this street should not be widened until after the property on the Church Street district has been taken by the city; for the reason that the property on that portion of the street, south of Pleasant Street, had better first come into the possession of the city, under the Church Street act approved by the Governor on the first day of June, 1867.

**BROADWAY.** The Board of Aldermen of the past year passed an order for the extension of Broadway to Albany Street, at an estimated expense of \$800,000. In this the Common Council non-concurred with the Board, and referred the subject to the present city government.

These projects will, in their natural course, come before you for action; and it behooves you to give them your most patient attention, and unbiassed consideration.

#### PAVING.

The amount of work done by the department during the past year has been unusually large, owing to the necessity of replacing a large amount of worn-out round-stone pavement with new and superior material;

of repaving a large number of streets where the same kind of pavement had become defective and unsafe for travel; in consequence of requirements caused by the growth of the city in South Boston, in the southerly wards, and upon the Back Bay, and the acceptance of streets upon the last-mentioned territory, which required a considerable outlay of money; and also owing to the necessity of keeping in thorough repair and safe condition for travel, the streets in other portions of the city. It has always been a source of just pride to the City Government, as well as to the citizens at large, that the public highways of Boston have been maintained in better condition than those of any other large city of the Union; and it has been necessary to keep up this high standard in order to compensate to a certain extent for the many disadvantages occasioned by our crooked, narrow, and over-crowded thoroughfares, that the natural courses of traffic and business should not be impeded.

Under the proper head of paving, the following amount of work has been done, viz: 45,000 feet of edgestones have been set, and 27,571 yards of roundstone have been repaved; 10,440 yards of new roundstone, 9,918 yards of new blockstone, 19,750 yards of sidewalk, and 2,100 yards of new crossings have been laid. A force of twenty men has also been employed

during the summer months repairing defective places in the streets.

Of important work performed, it will only be necessary to particularize the paving with new small-granite-block pavement, Exchange Street and portions of Oak, Kingston, Washington and Commercial streets; the repaving of portions of Commercial, Congress, Second and Orange streets; the work done on Brookline, Pembroke and Canton streets, west of Tremont Street, and that on Warren Avenue and Appleton and Clarendon streets; and the widening and grading of Richmond Street between Hanover and Salem streets.

In addition to the business coming particularly under the head of paving, the department has also carried on the following work for which special appropriations were made, viz: the raising and grading of Dedham Street; the extension of Albany Street from Troy Street to the Dover Street Bridge; the building of a new bridge over the tracks of the Boston and Worcester Railroad at Albany Street, and the grading of Oliver Street, Washington Square and Belmont Street.

In fulfilment of an agreement made between the city and the abutters on Dedham Street, between Shawmut Avenue and Tremont Street, that street

has been raised to the high grade ; in the accomplishment of which, the houses have been either torn down, raised, or rebuilt by the owners, they receiving a certain sum in compensation for damages, and the streets, cellars and lots filled up by the city. The cost of this work amounted to \$20,712.

The extension of Albany Street, from Troy Street to the Dover Street Bridge, authorized by the Board of Aldermen, on the tenth of September, 1866, is nearly completed. This work included the building of a sea-wall, two hundred and seventy-one feet in length, and the filling up and grading of the same length of street eighty feet in width, and about sixteen feet in depth. The cost of the wall, which was completed in July, amounted to \$13,005, and the cost of the filling and grading (nearly completed) to \$10,397. In July the Committee made a contract for the erection of the stone abutments and retaining walls, containing about twenty-six hundred cubic yards of stone work, for the Albany Street Bridge. These abutments are completed, and Messrs. McKay and Aldus, of East Boston, are now erecting upon them a new wrought iron lattice bridge. The abutments and bridge are of superior workmanship, and will compare favorably with any work of the kind erected in Boston and its vicinity.

The grading of Oliver Street, Washington Square, and Belmont Street, which was authorized by a special act of the Legislature passed in 1865, has been prosecuted as rapidly as circumstances would allow. The grading of the streets was completed on the twenty-fourth of December, and the earth removed, amounting to about 68,000 cubic yards, was used principally for the extension of Albany Street, and the filling in of the flats lying between Albany Street and Harrison Avenue, Troy Street, and the Dover Street Bridge. A strip of land lying on the southerly side of the bridge, and owned by the city, has also been raised from the same source. The cost of the grading of Oliver Street, Washington Square, and Belmont Street, has amounted to about \$49,000.

The duties of the Superintendent of Streets, as defined by the City Ordinances, are "to superintend the general state of the streets, to attend to the laying out, widening, elevation, and repairs of the same," etc. He acts under the general direction and control of the Committee on Paving, and to this Committee are referred all matters relating to the names and numbers of streets. There are in the City of Boston five hundred and seven streets, and four hundred and eighty-nine courts and places. In addition to these, there are in the newly acquired

property on the highlands, one hundred and seventy-seven streets and one hundred and one courts and places. Of this number, eighty streets, and forty courts and places, bear the same names as those of Boston proper. This duplication of names will cause hereafter no inconsiderable annoyance and inconvenience, and it is respectfully suggested that a careful revision of the same be made, with an alteration, perhaps, of a portion in each locality. The changing of the names of streets is a matter, however, not to be acted upon hastily, nor without good and sufficient reasons. In the older portions of the city the names of the streets have, to a certain extent, historical interest, and cannot be changed without destroying associations connected with the past. Of the streets in existence in 1722, very few retain at the present day their original names; and the memory of many of the prominent benefactors of this ancient metropolis have been sacrificed by the inordinate desires of unthoughtful and ungrateful persons.

## SEWERS.

The only portion of the city which suffers from defective drainage is that formerly lying on the borders of the Back Bay, the larger part of which is known as the "Church Street District," and which has been

under the consideration of successive City Governments for some years. It is expected that under the powers given by the Legislature, or by other means, that measures can soon be taken to raise the grade of that portion lying north of Tremont Street. When this has been successfully performed, the grade should be generally raised as far south as Dover Street.

The Commonwealth and the Boston Water Power Company, who are the owners of the new territory upon the Back Bay, have carried out expensive and satisfactory works for the drainage of their respective lands, as had been previously agreed upon with a committee of the City Government.

The city of Roxbury, for the last two or three years, has spent large sums annually for drainage purposes, and probably much work of this character will not be required, until after the introduction of water, for that part of the city.

#### LAMP DEPARTMENT.

The Lamp Department of the city, is one of great importance to the community, the lighting of the streets being not only a convenience to the public, but a great protection to persons and property. The fact that many of the large cities in this country, cause their streets to be lighted every



night during the year, has brought out many unfavorable comments upon the system of this city, and the present government have so far taken the subject into consideration, as to cause the system of lighting all night, to be adopted during the winter months, say from October 15th to April 15th. This change in the system has added to the expense of maintenance of the department some thirty thousand dollars, but has given universal satisfaction to the public, so far as the Superintendent can learn. The expenses of this department are very large, the appropriation for the present financial year, ending on the 30th of April next, amounting to two hundred and fifty thousand five hundred dollars, an amount which it is believed will be ample for the year. The largest portion of this large sum is expended for material consumed and for labor. The estimate for 1867 — 1868, being as follows: For gas, \$161,690.42; for fluid, \$23,719.94; lighting and care, \$38,053.99; Total \$223,464.35.

#### FIRE DEPARTMENT.

During the past year the usual number of fires and alarms have occurred in the city; and yet no serious conflagration has taken place involving great losses of property. This may be attributed to the

promptness and efficiency of the officers and members of the department. The losses have been much below the average. The department exhibits strong evidence of improvement during the past year, both in its fire apparatus and also in its houses. The men connected with it feel much pride in keeping everything in good condition, and the emulation that exists is healthy and commendable. The excellent accommodations of the house on Mount Vernon Street, and the new building on Salem Street, have excited a strong desire on the part of the men connected with some of the engines to have better accommodations, and more comfortable quarters for themselves. Especially to be condemned are the present quarters of the steam-fire engine in Scollay's building; its stable and apartments are contracted, uncomfortable and prejudicial to the health both of man and beast. When it is considered that this company are noted for their promptness, and that they have their apparatus in the most thickly built part of the city, where the buildings are the most costly, it would seem proper that their necessities should be relieved at the earliest possible time that funds can be spared for the purpose. The report of the Chief Engineer will soon be placed before you, and to the statements to be made therein, your

attention is particularly called. The increase of our territory, by the annexation of the late city of Roxbury, will require your immediate attention, in making at least some provisional arrangement by which the department may be continued, until some proper arrangement can be matured.

#### FIRE ALARM TELEGRAPH.

This is regarded as one of the most useful departments of the city. The system has been improved during the past year by the renewal of wires, and the addition of several signal boxes and bells. Ours was the first city in the world to adopt the Fire Alarm Telegraph, and the original system has been largely extended and improved; there are, however, still other desirable changes to be made, suggested by our own experience and that of other cities, which it is hoped will have your careful consideration. The Highlands comprise the only portion of the city destitute of the Fire Alarm Telegraph; and, consequently, will have, at the earliest convenience, to be furnished with the proper apparatus.

#### PUBLIC BUILDINGS.

The usual number of buildings have been commenced during the past year. The work of the

department has been about the same as in previous years. The building requirements of a growing city, like ours, are always numerous. A school-house in Richmond Street, for primary school purposes, has been completed during the past year. This contains fourteen rooms, and cost \$60,000. Its accommodations are very satisfactory. Contracts were made also for the erection of a grammar school-house in Ward 7, containing twelve rooms and a hall. This will be ready for occupancy on the first of next March, and will cost, including the necessary furniture, about \$75,000.

Two estates contiguous to the Wells school-house lot have been purchased, and contracts made for the erection of a new school-house, which will contain twelve rooms and a hall; and which will be finished about the first of September, and will cost, including land and furniture, about \$106,000. Land has been purchased on Salem Street, and contracts made, for building a new house for Hose Company No. 1. This will be ready for use about March 1st, and will cost \$22,000. A building is in progress in Ward 12, containing accommodations for Engine No. 1, an armory for Co. E, 1st Regiment, a schoolroom and a wardroom for Ward 12. This

will be ready on the first of April next, and will cost, including land, about \$38,000.

A lot of land has been purchased on Paris Street, East Boston, for a new grammar school-house, to take the place of the Lyman school-house, a portion of which will be occupied for a wardroom. In 1865 a lot of land, situated on the corner of Hawkins and Sudbury streets, was purchased at a cost of \$66,211.50, and, during the past year, contracts have been made for the erection thereon of a building for a "Central Charity Bureau and Temporary Home for the Destitute." The building will be completed about the first of October, and will cost, including furniture, about \$125,000. A portion of this amount has been contributed by citizens.

#### PUBLIC INSTITUTIONS.

The city has, from time immemorial, been noted for the excellent care it has taken of its poor, and for its humanity towards those whose errors have led them into crime. The public institutions at Deer Island—the Almshouse, the house of Industry, the two Houses of Reformation, one for boys and the other for girls—have, under the able management of their Boards of Directors, been conducted prosperously during the past year. It is a source of deep

regret, however, to those interested in the welfare of their inmates, that the worthy poor are obliged to be cared for under the same roof with the vicious and dissolute.

The House of Correction at South Boston continues to be a standard institution, and is now earning two-thirds of its annual cost of maintenance. The introduction of a new business, the manufacture of shoes, will undoubtedly be of pecuniary benefit to the institution, and do much toward making it self-sustaining.

As unpleasant as the subject may be, it is impossible to refrain from expressing an opinion, founded on personal knowledge, that the Hospital for the Insane, at South Boston, is far below the standard of what should be expected of such an enlightened community as ours. The building is inconvenient; its inmates, who are not responsible for their actions, are huddled together for want of separate apartments, the system of classification rendered impossible, and the danger from fire imminent. Indeed, the construction of the internal arrangements of the building is such, that, in case of fire, a most fearful mortality would certainly be the result. Your careful attention is called to these facts; and it is your duty to see what can be done to free the city from

the imputation that would follow any such calamity, which the excellent Superintendent and his assistants would be unable to avert, and for which they should not be held responsible. The condition of the times will not warrant our entering into any costly enterprise for the required relief, but our character as a philanthropic people should never allow us to neglect the worthy poor, bereft of reason.

#### OVERSEERS OF THE POOR.

Although much larger sums are disbursed by other departments of the government, there are none which demand a more considerate attention than the boards which administer the charities of the city. The institutions at Deer Island and South Boston have already been spoken of. By our system, the administration of out door relief is in the charge of the Overseers of the Poor.

An important change, as you are aware, was made in 1864. In the year 1862, it was found that the expenditure had largely exceeded the appropriation for 1862-3, amounting to more than \$90,000. The subject was brought to the attention of your predecessors. The next year the appropriation was reduced to \$39,000. In July 1864, pursuant to an Act passed in the preceding April, a new board was organized, the opera-



tion of which had proved in a high degree satisfactory.

Under the present system, all applications for relief are carefully investigated, and the information obtained is preserved for reference. No relief is afforded without such investigation, and it is believed that this caution tends both to discourage impostors, and to secure to the deserving poor as large a measure of relief as the law allows. From an examination of a carefully prepared table of the statistics of the action of the board since its re-organization, (and I am not aware of any complaint that the obligations which a liberal construction of the powers of the board impose in the administration of charity are neglected,) it appears that, notwithstanding the increase in the cost of the necessities of life, the expenditures for this purpose are still much less than they were previous to 1862.

The new board have recommended the adoption of a system by which private and public charity may be combined, and made to co-operate, so that the one may supplement the other without interference. The administration of the latter is limited and controlled by law, and cases often arise which are not thus provided for. But, if that class of cases can be referred to other sources, it is hoped that,

without passing beyond the limits of our legal powers in the administration of funds collected by taxation, no persons who ought on the broadest grounds of benevolence to be assisted, will be unprovided for.

With a view to this purpose, it was proposed that a building should be provided, in which overseers of the poor, together with such charitable associations as the City Council should designate, might be accommodated, and act together by mutual consultation and aid.

Private contributions to the amount of nearly \$17,000, have been made for this purpose; and by an order passed on the twelfth of July last, the City Council authorized the erection of a building to be used for this purpose, as well as for the Temporary Home heretofore established in Charles Street, which it was thought advisable to unite with this Central Charity Bureau. Plans have been adopted, contracts made, and the construction of the building commenced; and before the present municipal year closes, it will be completed.

The annexation of Roxbury will increase the business and expenditure of this department; and, in connection with this change, it has been suggested that it may be advisable to separate the Almshouse proper — designed for the accommodation of the poor

— in situation and government, as it is already in other respects, from the institution designed for the criminal classes.

The reluctance of many, who would be far better provided for in the almshouse than in the wretched dwellings which their narrow means allow them, to accept the comforts it affords, is increased by the unfounded impression that they are to be associated with criminals, while this feeling is shared to some extent by their friends, and those who assist them. It is worthy of consideration, whether it is not advisable to prevent even the suspicion of such association, and to do all in our power, without discouraging the honorable pride which keeps many from becoming applicants for public charity, to remove the fancied stigma which interferes with the administration of our system of charity, and may prevent many from enjoying the relief it affords. Having no specific recommendation to offer in reference to this subject, it must suffice, for the present, that it has thus been brought to your notice. It has already engaged the attention of directors of public institutions, and of the Overseers; and any recommendations from these boards should receive your careful consideration.

The number of new cases examined in 1867 is 903, and that of new and old aided is 1,961. During

the year 1867, there has been expended for relief to the first day of December, by cash, \$11,569.13; for fuel, \$5,989.88; for groceries, \$8,780; paid to other cities and towns, \$1,907.09; paid to Temporary Home, \$6,856.11; for burials, \$1,404.42; for transportation, \$106.47. The total amount of trust funds at the close of the year amounted to \$198,280.19; to which may be added the amount expended on the Searston Charter House, \$29,332.46, making a total of \$228,612.65. The number of persons employed by the overseers, are one secretary, two clerks, and three visitors.

#### STATE AID.

Under the provisions of the acts of the Legislature, approved April 23, 1866, and April 11, 1867, the payments of State aid are still continued at the relief office to disabled soldiers and sailors, and to the families of those killed in battle, or who have died of wounds, or disease contracted in the service. The amount of money paid out since the office was opened in 1861 is nearly fifteen hundred thousand dollars. The number on the rolls, on the first of January, 1868, of those entitled to receive State aid, is 1,232. By the annexation of Roxbury will be added about two hundred more, making in all about

1,432. The amount of money required then, during the present year, will be about \$116,000, provided no alteration is made in the State aid act.

#### CITY HOSPITAL.

This institution has extended its benefits to a large number of the deserving poor of our city. The number of patients in the Hospital on the first of January, 1867, was 163, and there were admitted during the year 1,534, making in all 1,697. During the year, 1,407 were discharged, and 149 died, in all, 1,556, leaving 141 remaining in the Hospital on the first of January, 1868.

In addition to the above, 7,015 persons have been treated as out-patients — showing an increase in this particular of more than one hundred per cent. over the previous year. The whole number of persons treated by the medical staff since the opening of the Hospital in June, 1864, is 16,360.

The new building recently erected in connection with the Lodge, is designed for the treatment of out-patients, and will add greatly to the convenience of the Hospital; while the rooms, thus vacated in the medical pavilion, will furnish accommodations for the increased number of patients, that may be expected to seek admission from the Highlands of

Boston just annexed to the city. During the term of the Medical School of Harvard College, lectures are delivered at the Hospital twice in each week. These have been fully attended by the students; and, in connection with the clinical instruction given, have proved to be valuable aids towards their advancement in medical and surgical knowledge.

#### CHURCH STREET TERRITORY.

A bill, prepared by Hon. B. R. Curtis, authorizing the city to purchase or otherwise take the land and buildings on the Church Street territory, so called, was passed by the last legislature of the commonwealth. Estimates of the cost of taking the property were reported to the City Council, and a resolve was passed, to the effect, that, in the opinion of the City Council, the land and buildings should be taken under the provisions of the bill, the manner of laying it out to be determined hereafter. A description of the property to be taken has been nearly completed by the City Surveyor; and it is for the present City Council to determine whether the orders necessary for the taking shall be adopted, or an amicable arrangement made with the owners for raising the territory in its present condition to grade.

## STATE LEGISLATION.

Under an order of the last City Council, application has been made to the legislature for an act to authorize the city to purchase or otherwise take the territory and buildings below grade, lying between Washington Street and Tremont Street. Petitions have also been presented to the legislature for the passage of acts to authorize the city to manufacture illuminating gas, and to give power to boards of health to regulate the construction of tenement houses. It certainly is very desirable that the city authorities should possess these powers; but when possessed, particular care should be had that they are judiciously used, so that no class of persons nor individuals should be oppressed, or put to unwarrantable annoyance.

## MOUNT HOPE CEMETERY.

The annual report of the Trustees of Mount Hope Cemetery, presented at the close of the last official year, shows that this important interest is in good condition. Much care of late has been bestowed upon the grounds, and it may be regarded as one of the most attractive cemeteries in the vicinity of Boston. The annual appropriations seem to have



been discreetly expended. With the annexation of Roxbury to Boston, the proprietors of Forest Hill Cemetery (belonging to that city), were induced to ask of the present legislature an act of incorporation as a private institution, Boston having already one public cemetery. To this, Roxbury actively, and Boston tacitly, has assented. This fact imposes greater necessity upon our city for care in the management of Mount Hope, as there will be a larger demand for lots by those whose choice it will be to be buried, at their decease, in this cemetery.

It has been noticed that it is now quite the custom for charitable institutions to ask of the city a gratuitous assignment of lots in the cemetery, for the burial of their dead; and it is a question how far this favor can be yielded without seriously trenching upon the space which should be reserved for the growing, and now largely augmented, needs of the city. It is the opinion of many that it would be far better for the Trustees, as in a recent case of application of this character, to charge even a nominal sum for lots, rather than to invite, by free tender, overtures from all the charities of the city, some of which have large funds, for the burial of their dead.

In this connection I desire to add, that an enlargement of this cemetery must soon be made to accom-

modate the wants of the city. An offer of land adjoining the same, on the west, has already been made by its owner. By its purchase, the cemetery would be nearly bounded by streets — a most desirable consummation — while the possibility of the land in question being divided into small house-lots, and sold to settlers who must inevitably be dispossessed ere many years, would be at once obviated. These suggestions are submitted for your careful consideration.

#### HARBOR.

One of the greatest interests of Boston is in the preservation of its excellent harbor. The encroachments upon its channels, which have been going on so rapidly during the present century, are in a fair way of being stopped, through the agency of the United States government, and that of our commonwealth.

Work upon the harbor was commenced by Major-General J. G. Foster in June last, an appropriation of \$300,000 having been obtained for the fiscal year, terminating on the 30th of June next. The work laid out by him consisted of building sea-walls for the preservation of the North Head of Long Island, for Gallop's Island, and for Point Allerton ; the dredging of Lovell's Island Spit, Great Brewster Spit, and Upper

Middle Bar ; and the removal of Tower and Corwin Rocks. So far, no work has been done on any of the sea-walls at either Lovell's Island, Gallop's Island, or Point Allerton, on account of the delay and difficulty in procuring legal possession of the land. The title to the first-named point has not yet been secured ; in the case of the two last named, possession has, after much delay, been secured, and contracts will be made during the winter for the commencement of the work early in the ensuing spring.

No work was done at the Upper Middle Bar in consequence of the refusal of the contractor to comply with the terms of his contract.

At only two points has any considerable progress been made during the past working season, namely, at the dredging of the southwest point of Lovell's Island, where the contractor, Mr. A. Boschke, pushed forward the work very energetically ; and at the rocks, where Mr. George W. Townsend carried on the work quite successfully, by entirely removing Tower Rock and about one half of Corwin Rock, until the recent severe weather compelled him to suspend operations for the season.

At Deer Island, during the past two seasons, the work upon the sea-walls has progressed vigorously, under the direction of Maj.-Gen. H. W. Benham, and

to the complete rebuilding, as far as required, of the walls protecting Middle Bluff and South Bluff of that island. In place of the former dry stone wall, a strong mortar wall with concrete backing, sixteen to seventeen feet high, by eight feet in thickness, has been substituted to the extent of five hundred and forty feet at the middle bluff, and four hundred and forty feet, on the south bluff, making nearly one thousand feet of wall rebuilt in the past two years. And this, it is expected, will afford ample security against any further drift of gravel or bowlders, from these the nearest and most dangerous bluffs, which prolong the Deer Island spit, and reduce the width of the main entrance into the inner harbor. The wall at North Bluff of this island, about 1,740 feet long, upon which some repairs for 300 feet were made in 1865 and 1866, by the late Col. Graham, will, it is expected, be rebuilt next year, as far as the funds available will permit.

At Lovell's Island, a contract has been made, and the greater portion of the stone delivered, for the facing of a wall, eight to ten feet high, and about seven hundred and fifty feet long, required to protect Southeast Bluff, the drift gravel from which runs towards the Narrows of the main channel north

of Fort Warren; and for the construction of this wall and the work above referred to on Deer Island, the sum of about \$55,000 still remains available, and some \$36,000 additional have been asked for.

At Great Brewster Island, the main wall as originally planned, (which was commenced by Gen. Benham in 1849,) is now completed, for the protection of both the "heads" or bluffs of that island, though the funds did not quite suffice for the entire filling and the paving in rear of the wall of the north head. These sea-walls comprise about 2,740 linear feet of wall, from eighteen to twenty feet in height, and eight or nine feet wide, and appear to give a perfect protection to these bluffs, and a security against a further extension of Brewster Spit, very dangerous, and now about one and a quarter miles long, running directly upon the narrow channel at the eastward of Fort Warren. For the small amount of work needed to complete the wall of the north head, and for a short wall of two hundred and fifty feet to connect the walls of the two bluffs, and also to prevent the very possible rush of the sea between, and the division of the island in two, a further and final sum of about \$50,000 has been asked for, which will finish and close the whole work on this island; when, as it is believed, with the completion of the

other walls previously referred to, all the most dangerous "spits" or shoals, making from any of the islands towards the main channel (except perhaps the spit of Gallop's Island) will be secured against any future increase; and the safety of the channel against further detriment be assured.

Under chapter 354 of the acts of the late session of the legislature of the commonwealth, the State Harbor Commissioners were authorized to build a sea-wall to enclose the South Boston flats as far as Slate Ledge. Proposals for building the wall upon a plan and location designated by an engineer appointed by the Governor have been received; but as the cost greatly exceeds the amount appropriated by the legislature (\$200,000), no contract has yet been made. The present legislature will probably be asked to take such action as will enable the commissioners to build a wall upon a modified line, so as to admit of the construction of wharves and docks, payment over the amount of the appropriation to be made by the conveyance of flats.

Under chapter 93 of the resolves of 1867, a committee was appointed from members of the two branches of the legislature, and authorized to make contracts for filling the flats enclosed by the sea-wall. As the plan for the construction of the wall could

not be carried out without further legislation, the committee have not been able to make any contract for the filling. The specifications on which they have received proposals, provide that a portion at least of the filling shall be made with material dredged from the main ship-channel in front of the wall, to the depth of twenty-three feet below low water. This scheme of compensation, for tide-water displaced, will be satisfactory if the legislature pledges the State to remedy any injuries which may hereafter result to the harbor from the occupation of the flats.

It is the duty of the city government to use all proper means to prevent the adoption of any plan for filling up a portion of the harbor, which does not include a comprehensive system of compensation for any injuries which may accrue therefrom, without entailing expense upon the city.

Growing out of the proposed occupation of the flats are numerous schemes for uniting the various railroad lines entering the city, so that freight for export can be carried directly in cars to deep water on the South Boston shore.

Any scheme which shall afford encouragement for the transportation of freight from the West, especially from the Eastern terminus of the Pacific Railroad, should be heartily favored by the city government.



## EAST BOSTON FERRIES.

The accommodations for travel between East Boston and the city proper are not so satisfactory as the citizens desire and have a right to expect. A large sum — amounting to \$49,000 — has been expended by the city in repairing the slips and landings formerly occupied by the People's Ferry Company, upon the understanding that they were to be leased, under certain conditions, for a nominal sum, to the East Boston Ferry Company. The repairs have been completed, and the Ferry Company have expressed their willingness to run boats between the slips whenever the city will grant them a lease. Certain restrictions, however, attaching to the landings on the East Boston side, have, up to this time, prevented the city from leasing them for ferry purposes. I am informed that there is a fair prospect of obtaining the releases at an early day.

The suggestion has also been made by gentlemen of standing and influence among our mercantile community, that, in view of the purchase of the Grand Junction property by the Boston and Worcester Railroad as a terminus for western and northern freight, and the organization of the Marginal Freight Railway, and especially in view of recent great ad-

vancements in civil engineering, the facilities for the transaction and growth of business and the general accommodation of the public travel, will soon, if they do not already, require the construction of a bridge, or some other substantial and reliable means of communication, between the city proper and the large ward of East Boston. It is a question involving greater interests than we sometimes, perhaps, acknowledge to ourselves; and this whole matter is, in my judgment, a subject well worthy of your most careful and attentive consideration; and we may be assured that any action in that behalf, which shall at the same time satisfy the reasonable wants of the public, and give the needed room for our expanding commerce, will meet the cheerful support of the community.

Your attention is urgently called to consider how these reasonable desires of business and the public can best be subserved, and to take some decisive action whereby the most speedy and permanent relief can be afforded.

#### ANNEXATION OF ROXBURY.

It may not be out of place, on this occasion of consummating the union of the two old municipalities, to revert to a few commonplace facts. It will be remembered, that the act of the legislature

of the Commonwealth, by which the annexation of the Highlands was brought before the legal voters of Boston and Roxbury, was approved by the Governor on the first of June, 1867; that it was accepted by the legal voters of the two cities by their decisive action on the ninth of September last, the vote in Boston standing 4,633 yeas against 1,059 nays, in Roxbury, 1,832 yeas against 592 nays. Although the union commences this day, nevertheless, one week is allowed the City Treasurer of Roxbury, under direction of the Mayor and Aldermen of that city, to hold their offices over, in order to transfer the property of their late city to our government. The act of annexation provides, by section eight, that the several police officers and watchmen that may be in office in the city of Roxbury, when this act shall take effect, shall thereafter continue in the discharge of their respective duties, in the same manner as if they were police officers and watchmen of the city of Boston, until others shall be appointed in their stead.

By an omission in preparing the act, no provision exists in relation to the Fire Department; I shall, therefore, at the earliest possible opportunity, present to the Aldermen for confirmation, certain appointments of special importance, connected with this department.

GENTLEMEN: Having, in a somewhat succinct and summary manner, reviewed the present condition of some of the most important departments and great interests, over which we have been called to watch during the coming year, let me ask you to pledge with me your best endeavors to earnestly and faithfully perform the duties of the several stations, upon which, under the solemnity of oaths, we are now entering. Let our resolves be firm, that no effort of ours needful for promoting the good of our city, the successful management of its prudential affairs, and the well-being of its citizens, shall be spared. Let us strive to carry on the municipal government of this renowned metropolis with honor to ourselves and advantage to our constituents, constantly remembering our great obligations, and keeping in view our weighty responsibilities. Let our intercourse with each other be courteous and harmonious, and let us avoid any hasty steps that may incite distrust of each other, and mar our intercourse and comfort. On my part, I assure you, nothing shall be left undone to make your labors easy, and render your official intercourse with me pleasant and agreeable. Upon me, as far as shall depend upon my humble abilities to perform, you may confidently rely; and you may rest assured that my most earnest desire will ever be, during the brief

space of time our lots are cast together, to co-operate with you in all things that may conduce to your individual happiness and the prosperity of our beloved city.

# A P P E N D I X .





# REPORT

## ON

### THE REDUCTION OF THE CITY DEBT.

CITY OF BOSTON.

*In Common Council, Thursday, Jan. 2, 1868.*

The Committee on the Reduction of the City Debt, for the year 1867, have the honor to

#### REPORT:

That the following exhibit, made up from the books of the Treasurer and Auditor of Accounts, presents the indebtedness of the City at the close of business, Dec. 31, 1867:

At the commencement of the present financial year, May 1, 1867, we find that the consolidated <i>funded</i> debt on that date, as will be seen by the Auditor of Accounts' printed report, No. 55, page 165, was . . . . .	\$12,998,550 91
Since that time, loans have been negotiated on various orders of the City Council, to the amount of . . . . .	770,000 00
Making total <i>funded</i> debt of . . . . .	\$13,768,550 91
Deducting from this amount all the debt which has become due and been paid this financial year, including \$60,500 purchased by the Committee on the Reduction of the City Debt, before maturity, viz. . . . .	234,700 00
We have left a <i>funded</i> debt, Dec. 31, 1867 . . . . .	\$13,533,850 91

<i>Amount brought forward</i> . . . . .	\$13,533,850 91
To which is to be added, for a loan authorized, but not negotiated, and the amount advanced on account of Oliver Street loans . . . . .	111,485 33
Making a total <i>funded</i> and <i>unfunded</i> debt, Dec. 31, 1867, of . . . . .	<u>\$13,645,336 24</u>

This debt the Auditor of Accounts classifies as follows:

Water debt (net cost of the works) . . . . .	\$7,611,709 14
City Debt, proper . . . . .	4,128,127 10
“ War account * . . . . .	1,905,500 00
	<u>\$13,645,336 24</u>
Total debt December 31, 1867 . . . . .	\$13,645,336 24
Total debt December 31, 1866 . . . . .	13,020,375 91
Increase of the debt in 1867 . . . . .	<u>\$624,960 33</u>

Which increase of debt is accounted for as follows:

Water Debt, Dec. 31, 1867	\$7,611,709 14	
do. Dec. 31, 1866	6,992,975 11	
Increase of Water Debt in 1867 . . . . .		\$618,734 03
City Debt, proper, Dec. 31, '67	\$4,128,127 10	
do. Dec. 31, '66	4,020,900 80	
Increase of City Debt proper in 1867 . . . . .		107,226 30
Total increase of the Water and City Debt, proper, 1867 . . . . .		<u>\$725,960 33</u>
War Debt, Dec. 31, 1866,	\$2,006,500 00	
do. Dec. 31, 1867,	1,905,500 00	
Decrease of War Debt in 1867 by purchase of loan certificates before maturity . . . . .		101,000 00
<i>Net</i> increase of the debt as stated above . . . . .		<u>\$624,960 33</u>

\* Outstanding war loans. The *real* debt incurred by the Southern war is amount of expenses over receipts on the same account, viz: \$2,511,387.50.

## MEANS OF PAYING OFF THE DEBT.

The books of the Treasurer and Auditor of Accounts show that the means for paying the debt of the city consist of the following items, all of which are by ordinance specially appropriated for that object, viz :

Cash balance in the City Treasury May 1, 1867, to the credit of the Committee on the Reduc- tion of the City Debt, and six per cent cur- rency bonds of the city of Boston, held by the Treasurer, belonging to said committee, as stated in the Auditor of Accounts' printed Report No. 55, page 149 . . . . .	\$3,998,744 62
Cash received since that date, being payments made into the City Treasury on bonds and mortgages on Public Lands . . . . .	71,719 09
Cash received from sales and rents of Public Lands not included in above item . . . . .	3,008 89
Cash received from the annual city tax for 1867, being the amount appropriated by the City Council for this object, as required by ordi- nance on Finance . . . . .	400,000 00
	<hr/>
	\$4,473,472 60
<i>Deduct</i> payments on debt since May 1, 1867 . .	234,700 00
	<hr/>
	\$4,238,772 60
<i>Add</i> bonds and mortgages on Public Lands now in the City Treasury, all of which are consid- ered good . . . . .	460,508 13
	<hr/>
Total means on hand for the redemption of the debt December 31, 1867 . . . . .	<u><u>\$4,699,280 73</u></u>

## THE DEBT AND MEANS OF PAYING IT OFF.

The consolidated debt of the city, <i>funded</i> and <i>unfunded</i> , December 31, 1866, amounted to . . . . .		\$13,020,375 91
Less the means on hand for paying the same Dec. 31, 1866 . . . . .		3,368,526 00
<i>Net</i> debt December 31, 1866 . . . . .		\$9,651,849 91
The consolidated debt of the city <i>funded</i> and <i>unfunded</i> December 31, 1867, amounted to . . . . .		\$13,645,336 24
Less the means on hand for pay- ing the same Dec. 31, 1867 . . . . .		4,699,280 73
<i>Net</i> debt December 31, 1867 . . . . .		8,946,055 51
<i>Net</i> decrease of the debt during 1867 by the in- crease of the means on hand for the redemp- tion of the same . . . . .		\$705,794 40

The preceding statement shows that although the gross debt of the city during the year 1867 increased \$624,960.33, the means for its redemption increased \$1,330,754.73 over the amount on hand for that purpose at the close of 1866, and that consequently there has been a *net* decrease of the debt by the increase of the means for redeeming the same, of \$705,794.40.

Respectfully submitted,

OTIS NORCROSS,

*Mayor.*

WESTON LEWIS,

*President of the Common Council.*

CHAS. R. TRAIN,

*Chairman Com. on Finance on the part of the Common Council.*













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PUBLIC LIBRARY  
OF THE  
CITY OF BOSTON.

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The Library hours for the delivery and return of books are from 10 o'clock, A. M., to 8 o'clock, P. M., in the Lower Hall; and from 10 o'clock, A. M., until one half hour before sunset in the Bates Hall.

Every book must, under penalty of one dollar, be returned to the Library at such time in August as shall be publicly announced.

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